

15.IMPLEMENTATION

15.1. Overview

This section describes the implementation of the Salmon Recovery Plan (SRP). It describes the recommendations to be done to recover Hood Canal summer chum salmon, how to go about doing it, and how to fund it. This section relies on and references many other sections within the SRP and cannot be understood without referring back to those appropriate sections and appendices.

15.2. Actions for summer chum recovery

The actions that are required for the recovery of Hood Canal summer chum salmon have been described in various other parts of the SRP. They consist of projects and programmatic activities. Some are regional in nature and others are site specific. They are topically related to the different “Hs” that are addressed by this SRP (harvest, hatcheries and habitat.)

The harvest actions that are recommended are specifically described in section 4, Harvest, in this SRP. Those interested in that topic should refer to that section, and the Summer Chum Salmon Conservation Initiative (SCSCI), and its associated updates as prepared by the co-managers. Harvest management, as it fits into overall recovery, is also described in section 13, the section on ESU-Wide considerations.

Similarly, hatchery management actions that are recommended in this SRP are listed in detail in section 5, Hatcheries. Again, for those issues, it is recommended that the SCSCI and section 5 of this SRP be consulted. Hatcheries are also described in terms of their overall contribution to summer chum recovery in section 13, ESU-Wide considerations. Supplementation and reintroduction programs implemented since 1992 have benefited total ESU abundance, and the abundance of natural-origin summer chum salmon returning to spawn in regional watersheds. The programs have helped preserve existing diversity in the ESU, and have led to range extensions of several populations by creating genetic reserves, reducing the risk of further genetic diversity reduction. Population spatial structure has also benefited through the reintroduction of naturally spawning, and now natural-origin spawning populations in two watersheds where native populations were extirpated (Big Beef Creek and Chimacum Creek), with a third watershed in the initial stages of reintroduction (Tahuya River). It is unknown whether the hatchery programs have affected ESU productivity, but recent recruit per spawner data for naturally spawning populations enhanced through the programs suggests that productivity is not being adversely affected (WDFW and PNPTT data from 5 year report in progress, 2005).

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Habitat is addressed in this SRP both in terms of recommended project actions and programmatic actions. Project recommendations that are site specific are listed and described in each conservation unit (sections 7-12), and their cost estimates are listed in Appendix D. Projects that are 'regional' in nature are described in section 13, ESU-Wide considerations. This is also true of programmatic actions that are not tied to individual conservation units. Counties, as land use regulators, exercise jurisdiction only within their legal boundaries. Those boundaries cross conservation unit boundaries. As such, the programmatic actions that are recommended by the SRP for each County are listed and described in section 13, ESU-Wide considerations, unless they pertain exclusively to an area within a conservation unit. In those cases, those programmatic actions are listed and described in the appropriate conservation units.

This SRP includes an extensive list of projects and programs that need to be undertaken and enacted to recover Hood Canal summer chum. Attempts to chart a timeline of actions are fraught with huge amounts of uncertainty. That uncertainty stems from the fact that all actions are contingent on the availability of resources to carry out the actions, that current elected officials cannot legally bind different elected officials in the future with the commitments that they make today, and that many of the actions that are needed, both project and programmatic, must take place on private property which requires consent, either individually, or collectively at the ballot box.

In section 3, Management Actions, this SRP states the criteria that must be applied, in selecting actions to undertake for the recovery of the ESU. Specifically, in 3.5, Recovery Action Prioritization of Geographic Areas within the ESU, criterion 1 states that recovery actions must be prioritized first 'on the eight extant populations' watersheds and associated marine areas (nearshore areas within one mile radius of the watershed's estuary). Those areas are the lower two miles of the Lilliwaup, Hama Hama, Duckabush, Dosewallips, Jimmycomelately, Snow/Salmon, Big/Little Quilcene and Union Rivers; the estuaries of those rivers; and the marine nearshore areas roughly within a one mile radius of those river mouths.

The possible additions to the criterion 1 list are the summer chum populations in Big Beef and Chimacum creeks, and (likely) in the Tahuya river. All three of these watersheds have reintroduced summer chum runs, that when established as self-sustaining, could also be vital for summer chum recovery. The addition of these populations is not presently supported by the co-manager recovery goals, which thus far address extant populations in their native watersheds. However, in view of the apparent success in re-establishing natural-origin returns, the co-managers are discussing development of specific recovery goals for the reintroduced populations. Furthermore, inclusion of the populations in recovery

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criteria may be supported by the PSTRT through their yet to be completed viability analysis for the ESU.

The reintroduced populations will continue to be considered lower in priority relative to identified extant populations until co-manager and PSTRT assessments identifying their standing in ESU recovery considerations are completed. If the co-managers and PSTRT conclude that the populations warrant recovery goals, and are needed to achieve ESU viability, the populations and the watersheds they inhabit will be elevated into a priority status equivalent to the criterion 1 areas for extant populations listed previously in the SRP.

This SRP recommends that efforts be concentrated on those criterion 1 areas, until such time as the co-manager's (or future PSTRT) de-listing criteria are met for those extant stocks. The current co-manager recovery criteria for those eight extant stocks are described in detail in section 2, Goals of the Plan, 2.2.2, Co-manager (WDFW and PNPTT) Interim Summer Chum Salmon Recovery Goals. At such time when those recovery criteria are met for the eight extant stocks, then efforts in the second, third and fourth prioritized areas, described in section 3.5 should be addressed in their order of precedence.

There will be circumstances under which work in other areas, beyond those of criterion 1 and with reintroduced runs, makes sense. That could be based on the development of new information, such as a PSTRT viability analysis and new recovery goals, new opportunities that arise which cannot be foreseen at this time, or funding or policy choices that constrain actions recommended in this SRP. However, it must be said that with the limited availability of funding, time, and other resources, efforts and actions must be constrained by the fact that if recovery efforts are diffused over too much area and over too much time, our efforts could result in failure. The goal must remain focused on the de-listing of Hood Canal summer chum salmon. That is the purpose of this SRP.

This SRP contends that all of the project actions listed in each conservation unit, in sections 7-12, must be addressed. Additionally, the programmatic actions that are offered by each County in section 13, ESU-Wide considerations, must also be addressed. The completion of all the projects listed in all the conservation units without undertaking the programmatic actions listed in section 13, particularly the County actions, will not achieve recovery and de-listing. Similarly, taking programmatic actions without completing the projects will also fail to achieve full recovery. Both sets of actions are needed and must be pursued to effect the recovery and de-listing of Hood Canal summer chum. Results must be achieved in both arenas.

The implementation of project actions will proceed in the future, as it has in the past, through the HCCC's Lead Entity process. We have a very efficient process that has the involvement of numerous groups throughout the Hood Canal

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watershed. Those groups have been working together in that process since 1998. That process will have to evolve to address only ESA listed species, as we are now directed to do by the Salmon Recovery Funding Board (SRFB) and NMFS, through their project funding restrictions. It will also have to evolve with the evolution of future SRFB funding of Regional Recovery Boards (the HCCC, in this case) and recovery plans like this SRP. Those funding mechanisms might include block grants for plan implementation or for projects. While the future funding structures and amounts of resources are uncertain, the HCCC intends to use our current Lead Entity structure to its fullest extent to address project implementation to fulfill this SRP. Other structures and entities, as depicted in Figure 15.1, will be needed to implement programmatic actions and prioritize those actions over time.

Sections 7-12 (the conservation units) as well as section 13 (the ESU-Wide considerations) delineate all of the projects and programmatic actions that must be undertaken to ensure the recovery and de-listing of Hood Canal summer chum salmon. Appendix D estimates funding of all of those project and programmatic actions. To achieve more specificity in terms of what actions should be done, in what order, and when, funding amounts and the timing of that funding must be made clearer with State and Federal commitments. Until those funding commitments are made, the HCCC will proceed with project selection out of this SRP through our Lead Entity process. We will proceed with the programmatic actions, particularly with the Counties, on a suasion and technical assistance basis. We will continue to work with County staffs, to support their current efforts to implement the actions committed to, or being considered by, each Board of County Commissioners as outlined in section 13 of this SRP.

15.3. Structure and mechanisms for summer chum recovery

There are a limited number of methods that can be used to implement any plan. Those methods rely either on the exercise of government authority (regulation) or through voluntary consent. Unless a federal or state agency forces the implementation of this SRP through regulatory means, which is highly unlikely, not to mention infeasible; or authority is delegated or transferred to a more local entity or government, which is also very unlikely and probably just as infeasible, then the voluntary consent method will be assumed for the implementation of this SRP.

The additional assumption that is made in this SRP is that the Hood Canal Coordinating Council (HCCC) will be the focal point for its implementation. If that assumption also holds true, then the only method that can be exercised by the HCCC is the use of voluntary consent. This can be achieved by suasion; providing information through education and outreach, and providing technical assistance. It can also be gained through the provision of funding to various local groups and entities with associated contractual obligations. The former can accomplish much, but will not be enough to achieve summer chum recovery. It probably can only play a supporting role. The latter may be able to achieve the majority of what is recommended in this SRP, both for projects and programmatic actions.

15.3.1. Contractual model for implementation

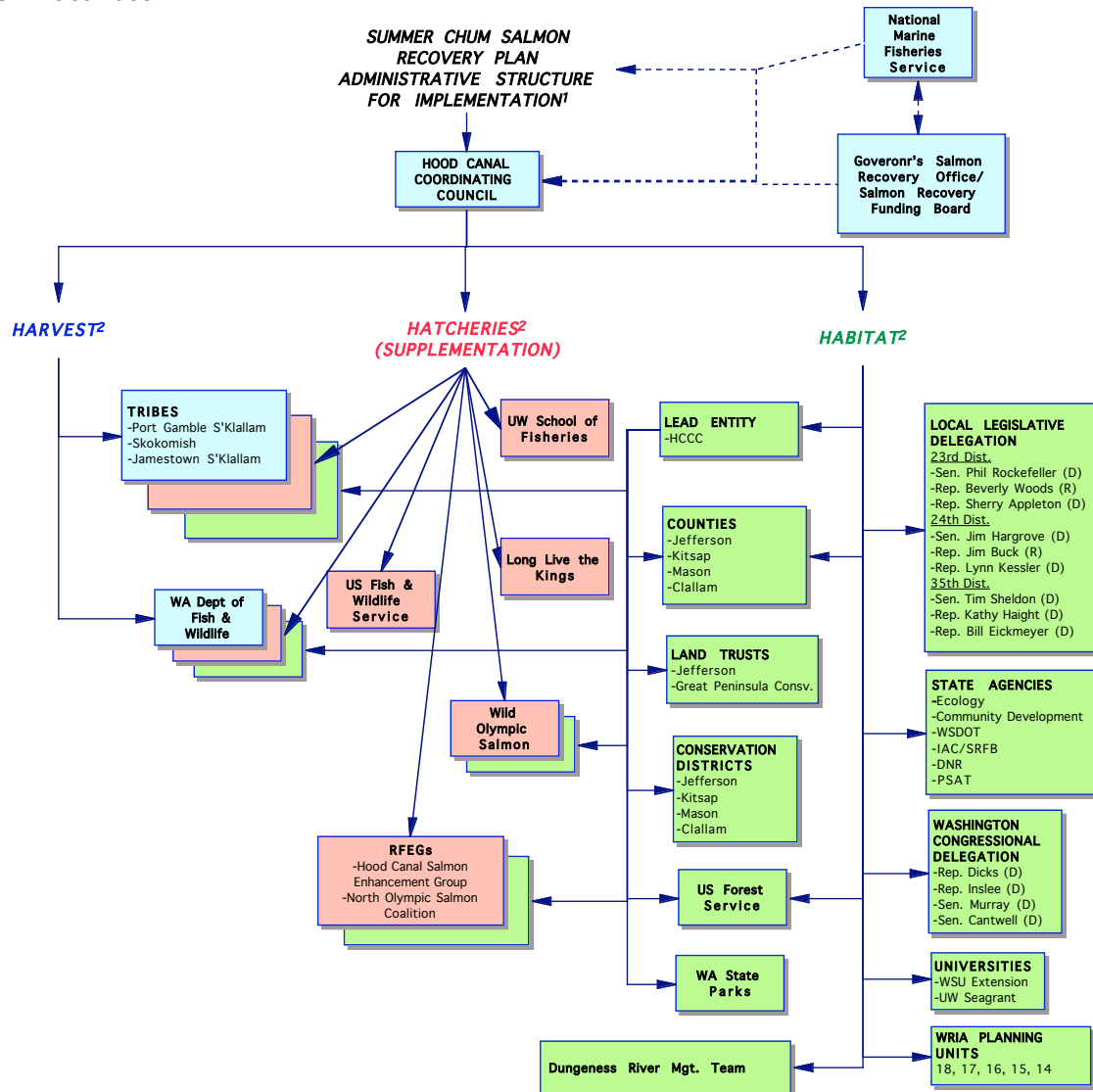
If adequate funding is made available (see Appendix D regarding costs for both projects and programmatic actions) a contractual model for implementation of this SRP could be accomplished. To develop that contractual model, the currently identified actors, and their roles with regard to the various 'Hs', must be delineated. Figure 15.1 depicts a network of actors, grouped under their appropriate 'Hs', by activity, jurisdiction and function. This depiction is intended to be the 'universe' of actors that are currently identified as needed to implement all aspects of the SRP. None of these entities are required to participate in the implementation of this SRP. It is hoped that they will, through the advancement of their own agendas and missions, or through funding and contractual agreements. If some entities choose not to participate, others may be able to fill their void. Whether to participate in the implementation or not will be strictly up to each entity or organization. As the implementation process moves forward, the HCCC will be attempting to formalize relationships with these entities as their desire is determined and as our ability to offer support through funding and contracts becomes clearer.

Figure 15.1 below is a description of each of those actors. And, in Appendix D, estimated costs for many of those actors are estimated.

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Figure 15.1. Network diagram of the entities/agencies needed as an implementation structure for SRP activities.



⁶²This 'administrative structure' does not imply that HCCC has current authority over any of the agencies within it, nor is it meant to imply that any blanket authority should be given. It represents the 'network' of entities that, to a greater or lesser degree, have a part to play in summer chum recovery in the ESU. It does imply that some relationship needs to be developed that coordinates information about the activities of each agency that impact summer chum recovery. This structure can be developed with MOAs or other specific arrangements. HCCC currently has some MOAs or other arrangements with some of the agencies listed.

⁶³ This diagram groups agencies under topical areas. It is not intended to confer authority, but is merely used to show which agencies are involved in what areas of activity. All authorities exist as a matter of law and are not affected by this depiction.

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In reviewing Figure 15.1, it is important to note that the HCCC has current relationships with many of the entities listed. Those relationships vary from formal MOAs to informal working relationships to very limited relationships. However, a more formal overall structure is anticipated and this network diagram and its associated descriptions are intended to form the initial basis for that structure.

While many entities are depicted and described in this section, it must be recognized that the level of effort and involvement needed from each entity for summer chum recovery varies greatly. Some entities are critical while others are more peripheral or may have a very narrow and limited role, as well as a desire to participate.

Below, each entity/agency is listed under a category or as a unique group. Each category or unique group has a description of 1) the names of the entities or groups; 2) the role they have in summer chum recovery; 3) the current relationship they have with the HCCC; and 4) what new relationship might be needed with the HCCC to implement the SRP. The order of the agencies roughly corresponds to the topical areas of habitat, harvest and hatcheries, not the level of importance or authority of that agency or group.

Lead Entity

The HCCC is the Lead Entity for the SRFB funding process for the vast majority of the summer chum ESU under RCW 77.85. The HCCC's role here is to develop and implement a strategy for habitat preservation and restoration for summer chum and other listed salmonidae within the Hood Canal watershed. We implement that strategy through the vetting of proposals for acquisition of habitat (for protection) and the restoration of habitat (through physical construction and rehabilitation projects.) Those vetted projects are then submitted to the SRFB for funding. This process forms the foundation for the suite of summer chum recovery project actions. Through this process we have an institutional relationship with our group of "cooperating partners." Those partners include: Jefferson Co. Public Works, Jefferson Co. Natural Resources, Kitsap Co. SSWM, Kitsap Co. Public Works, Mason Co. Public Works, Port Gamble S'Klallam Tribe, Skokomish Tribe, Jefferson Conservation District, Mason Conservation District, Kitsap Conservation District, North Olympic Salmon Coalition, Hood Canal Salmon Enhancement Group, Jefferson Land Trust, Great Peninsula Conservancy, Washington Department of Fish & Wildlife, US Forest Service, WA State Parks, and others. While this relationship is institutionalized, it could be strengthened with regard to summer chum recovery if we were given more control and flexibility over the funding for projects and acquisitions by the SRFB, possibly through block-granting. That increased control over funding could increase our efficiency with regard to summer chum recovery by allowing us to implement our Strategy and the SRP.

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Counties

The Counties that have an impact on summer chum recovery are Jefferson, Kitsap, Mason, and Clallam. These Counties' role in summer chum recovery revolves around their control of land use in areas that constitute or affect summer chum habitat. Land uses that have the ability to most directly affect summer chum habitat tend to occur in the lower two miles of streams and rivers that empty into Hood Canal, estuaries of those streams, and marine shorelines along the Canal and eastern Strait of Juan de Fuca. The Boards of Commissioners from Jefferson, Kitsap and Mason Counties make up a significant portion of the HCCC's Board of Directors. These counties (along with the two Tribes in Hood Canal) directly govern the activities of the HCCC. In addition to this governing role of the three counties, the HCCC also has roles with the Counties through our Lead Entity process (they are also some of our "cooperating partners" - see Lead Entity section) and the Counties are subcontractors (through MOAs) in the salmon recovery planning process (with land use regulatory and GIS analyses.) While Clallam County is not a formal part of the HCCC, we have an informal arrangement with County Staff to use their completed analysis and restoration plans in the summer chum recovery plan as is appropriate. While these relationships form a significant cornerstone of summer chum recovery, we believe that an even more comprehensive and long-term relationship must be formalized to implement summer chum recovery. That would take place in the form of revised MOAs with accepted tasks and appropriate levels of funding to the Counties to address those tasks.

Land Trusts

There are two land trusts that cover the Hood Canal Watershed. They are the Jefferson Land Trust, based in Chimacum, for the eastern portion of Jefferson County, and the Great Peninsula Conservancy, based in Bremerton, for Mason and Kitsap Counties. These land trusts play a vital role in land acquisitions for preservation of habitat for summer chum. The HCCC currently has relationships with them through their participation in our Lead Entity process. They are part of our group of "cooperating partners." We believe, however, that this relationship should grow and become more formalized, as we see a larger role for their acquisition activities for summer chum habitat preservation in the future. (see Lead Entity section.)

Conservation Districts

There are three conservation districts (CDs) that cover the Hood Canal watershed. They are the Jefferson Conservation District, the Kitsap Conservation District, and the Mason Conservation District; and the Clallam Conservation District. The CDs undertake physical restoration projects that can aid summer chum. The HCCC currently has relationships with them (excluding Clallam CD) through their participation in our Lead Entity process. They are part of our group of "cooperating partners." We believe that this relationship could be

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strengthened through reform of the Lead Entity process (see Lead Entity section above.)

US Forest Service

The US Forest Service (USFS) area that is in the Hood Canal watershed is managed by the Hood Canal Ranger District from the Quilcene Ranger Station. USFS lands cover a significant portion of the watershed on the west side of Hood Canal and on the south side of the Eastern Strait of Juan de Fuca. The HCCC has identified an overarching issue with regard to USFS lands in its Lead Entity Strategy and in section 13 of this SRP. That issue is the need for regular maintenance of current, and decommissioning of older, USFS roads throughout the watershed. These unmaintained roads contribute significant amounts of sediment to streams through mass-wasting events. Mass-wasting causes problems for summer chum by filling-in spawning gravels with silt in streams on the west side of Hood Canal and the south side of the Eastern Strait of Juan de Fuca. The HCCC has a current relationship with USFS as one of our “cooperating partners” in the Lead Entity process (see Lead Entity section above.) They are also an ex-officio member of the HCCC and we have had a long-standing relationship with them when we were housed in their Quilcene facility. While our formal relationship is limited, we are interested in helping USFS obtain funding to address their road maintenance problems and will work with them and the Congressional Delegation to further that effort in the future.

Washington State Parks

There are a number of State Parks in the Hood Canal summer chum ESU. They are: Belfair, Twanoh, Potlatch, Triton Cover, Scenic Beach, Dosewallips, Kitsap Memorial, Shine Tidelands, Anderson Lake, Mystery Bay, Fort Flagler, Fort Worden, and Old Fort Townsend. State Parks undertake physical restoration projects on their lands that can aid summer chum. The HCCC currently has relationships with some of these parks through their participation in our Lead Entity process. They are part of our group of “cooperating partners.” We believe that this relationship could be strengthened through reform of the Lead Entity process (see Lead Entity section above.)

Dungeness River Management Team

The Dungeness River Management Team (DRMT) was formed in 1988 by Clallam County as a partnership for individuals and stakeholders to work together to develop and implement locally based, long-term solutions to watershed management issues. The Dungeness River watershed is included in the summer chum salmon ESU, but the current and historic status of summer chum in the Dungeness River is unclear. The DRMT is developing a recovery plan for Chinook in the watershed and it is likely that any resulting habitat restoration and protection will also benefit summer chum. Though not a member of DRMT, the HCCC indirectly works with some of its members, including Clallam County, the Jamestown S’Klallam Tribe, and WDFW. We are using information and analyses

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developed by DRMT for the SRP. It may be desirable, in the future, to establish a formal relationship with DRMT to exchange information and to coordinate efforts.

Local Legislative Delegation

The local Washington State Legislative Districts include District 23 with Senator Phil Rockefeller (D), Representative Beverly Woods (R), and Representative Sherry Appleton (D); District 24 with Senator Jim Hargrove (D), Representative Jim Buck (R), and Representative Lynn Kessler (D); and District 35 with Senator Tim Sheldon (D) (who also chairs the HCCC as one of the Mason County Commissioners), Representative Kathy Haight (D), and Representative Bill Eickmeyer (D). These local members of the Legislature have two roles in salmon recovery. They have a stake in funding for Hood Canal summer chum salmon recovery as well as legislation that might facilitate that recovery. While the HCCC has not worked closely with them in the past, we intend to build our ties with them and keep them briefed on summer chum recovery efforts in the future.

State Agencies

The State agencies, aside from WDFW, that are primarily needed to support summer chum recovery, are the Department of Ecology (Ecology), the Department of Transportation (WSDOT), the Department of Natural Resources (DNR), the Department of Community, Trade and Economic Development (CTED), and the Puget Sound Action Team (PSAT).

Ecology has two roles that are important to summer chum. The first relates to setting instream flows. They are currently supporting WRIA planning processes to do this (see WRIA Planning Units section), however, if these processes do not accomplish their mission, Ecology is the entity that is ultimately responsible for setting instream flows. Ecology also is involved in the development of local shoreline master programs (SMPs). Summer chum are highly dependent on intact shoreline habitat in the rearing phase of their life history. Support from Ecology with regard to protecting shorelines through these SMPs is critical.

WSDOT is the owner and responsible party for the highway 101 causeways and bridges along the west side of Hood Canal and the south side of the Eastern Strait of Juan de Fuca. These earthen-fill causeways have severely constrained the ecological functions of each of the major, and many minor, estuaries that they cross. Addressing these impacts is critical for summer chum recovery.

DNR is developing an HCP for their aquatic lands throughout the State. These lands include summer chum habitat in estuaries and marine nearshore areas throughout Hood Canal and the eastern Strait of Juan de Fuca. It is critical that this HCP includes high levels of protection for these areas, particularly in the nearshore.

CTED's role in supporting summer chum habitat relates to their participation in the development of local critical areas ordinances. As we have said, with regard to summer chum, we are focusing on the lower two miles of

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streams throughout Hood Canal and the Eastern Strait of Juan de Fuca as the primary habitat needed by summer chum. As CAOs can help protect that habitat, CTED can help in that arena.

PSAT's role with regard to summer chum is similar to the Universities' and the Conservation Districts' roles (see the Universities and Conservation Districts sections.) PSAT has no regulatory authority and is primarily an education, outreach and technical support provider.

Each of these state agencies is an ex-officio member of the HCCC. Their participation on the HCCC Board has varied over time based on their interest in the issues that the HCCC has addressed. We believe that state agency involvement with the HCCC needs to be reinvigorated to help address some of the problems we have identified for summer chum in each of their respective areas.

Local Congressional Delegation

The local Congressional delegation consists of Congressman Norm Dicks, Congressman Jay Inslee, Senator Patty Murray and Senator Maria Cantwell. Their role in summer chum salmon recovery is twofold. They have a role in Congressional funding of recovery efforts as well as encouraging federal agencies to work with local groups, agencies and governments in recovery efforts. As with the Washington State Legislative delegation, the HCCC has not worked closely with our Congressional representatives in the past, but we are intent on building our ties with them and keeping them briefed on summer chum recovery efforts in the future.

Universities

There are two University entities involved in environmental issues in Hood Canal. They are the University of Washington SeaGrant and Washington State Extension programs. SeaGrant has offices in Kitsap and Mason Counties and Extension has an office in Jefferson County and an office in Thurston County that covers the south end of Hood Canal. SeaGrant is focused on the marine and nearshore areas of the Canal and Extension looks upland to terrestrial areas that impact Hood Canal. Both entities have field agents that work closely with local groups, agencies and governments on environmental outreach, information, education and technical assistance. That role aids summer chum salmon recovery in general. The HCCC has informal relationships with both entities and has participated in joint education and outreach ventures with them at various times. We believe that this connection should be strengthened and that the abilities of both entities could be brought more directly to bear on assisting with summer chum recovery.

WRIA Planning Units

There are portions of five Water Resource Inventory Areas (WRIA) that are within the Hood Canal summer chum ESU. They are: WRIA 18 Dungeness, WRIA 17 East Jefferson, WRIA 16 Skokomish-Doeswallips, WRIA 15 West Kitsap, and

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WRIA 14 Kennedy-Goldsborough. Each WRIA has established a Planning Unit under the Watershed Planning Act (RCW 90.81.) The primary issue that the WRIA groups address, that could have an impact to summer chum recovery, is in-stream flow. The most immediate flow issue for summer chum is in the Quilcene River in WRIA 17. The HCCC is monitoring WRIA 17 progress on setting in-stream flows, as well as other WRIA groups' in-stream flow setting activities, and will interact with those Planning Units at the appropriate time. We have no formal relationships established with the WRIA Planning Units at this time because they are not making significant progress on setting in-stream flows. If that situation changes, the HCCC may need to establish a more formal link with the appropriate WRIA Planning Units. However, while WRIA planning is important for other matters and for other species, it will probably not have an overall impact on the recovery of summer chum unless flows are not protected from significant new withdrawals.

Tribes

There are five Tribes that have fishing rights in the Point No Point Treaty area (of which the Hood Canal is a part.) The Port Gamble S'Klallam and Skokomish Tribes have reservations in the Hood Canal watershed; they also have harvest and hatchery/supplementation authority over summer chum as part of the co-management authority they share with WDFW. Three other Tribes (Suquamish, Lower Elwha Klallam and Jamestown S'Klallam) are also involved in the development of harvest and hatchery management regimes for fish originating in the Hood Canal watershed.

The Port Gamble S'Klallam and Skokomish Tribes (along with the three Counties in Hood Canal) are on the HCCC Board of Directors and directly govern the activities of the HCCC. Those two Tribes are also involved in our Lead Entity process and undertake physical restoration and acquisition projects for summer chum habitat (they are part of our "cooperating partners" group - see Lead Entity section).

The Jamestown S'Klallam Tribe is directly involved in the restoration of Jimmycomelately Creek, which supports a targeted stock of summer chum salmon in the eastern Strait of Juan de Fuca. Currently HCCC does not have any formal relationship with the Tribes outside of Skokomish and Port Gamble S'Klallam as described above. Informally HCCC staff has discussed the Jimmycomelately restoration project with the Jamestown S'Klallam Tribe and has exchanged information. HCCC does not anticipate needing to alter the current informal relationship with the Jamestown S'Klallam Tribe in order to implement the SRP. HCCC also does not have formal relationships with the Lower Elwha Klallam or Suquamish Tribes and does not anticipate a change to that situation. The Point No Point Treaty Council provides fishery management support to the Port Gamble S'Klallam and Jamestown S'Klallam Tribes. The support involves harvest and hatchery management issues as well as habitat-related research.

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Treaty Council staff was major contributors to the SCSCI and continue to provide support to the co-managers summer chum management efforts. The HCCC does not have a formal relationship with the Treaty Council and does not anticipate a change to that situation.

The primary issue for summer chum recovery involves harvest and hatchery management. In general, all western Washington Tribes are involved in the development of these management regimes with the lead given to those Tribes that are most directly impacted by those management provisions. The Skokomish and Port Gamble S’Klallam are those primary Tribes in Hood Canal. In the eastern Strait of Juan de Fuca, those Tribes are the Port Gamble S’Klallam, Jamestown S’Klallam and the Lower Elwha Klallam.

HCCC will continue to work closely with the Skokomish and Port Gamble S’Klallam Tribes and does not anticipate a need to alter that current relationship in order to implement summer chum recovery. HCCC will need to coordinate and exchange information with the co-managers (WDFW, Skokomish, Port Gamble S’Klallam) relative to harvest and hatchery impacts and interactions with summer chum production and habitat. All of the ‘Hs’ will need to be addressed in summer chum recovery.

WDFW

The Washington Department of Fish and Wildlife (WDFW) is a co-manager with the Point No Point Treaty Tribes (primarily the Port Gamble S’Klallam and Skokomish Tribes – see the Tribes section.) WDFW’s Region 6 Fish Management Program is the administrative unit and is that agency’s lead in the Hood Canal and the eastern Strait of Juan de Fuca. They also have various science staff, based in Olympia, that are involved in activities in Hood Canal. WDFW (as a co-manager) has responsibility and authority for the development of harvest and hatchery management regimes that directly impact summer chum salmon. WDFW also has a primary responsibility with regard to the development of restoration projects, habitat assessments and issuance of HPAs that impact summer chum. Finally, WDFW has an on-going role in the analyses, monitoring and adaptive management of their activities. WDFW is currently an ex-officio member of the HCCC and participates in our Lead Entity process to gain funding for some of its projects. We will need to strengthen those bonds and continue to coordinate and exchange information with WDFW relative to summer chum recovery.

UW School of Fisheries

UW School of Fisheries has a hatchery facility on Big Beef Creek that is used by WDFW, in cooperation with the HCSEG, to incubate, rear, and release summer chum juveniles. Summer chum produced at the UW site are collected as progeny from reintroduced adult returns trapped in WDFW’s weir at the mouth of Big Beef Creek. UW also owns a spawning channel adjacent to the creek that is

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currently being used by NMFS staff to study the relative spawning success and productivity of hatchery and natural-origin summer chum salmon. Although the HCCC has no formal relationship with the UW School of Fisheries, WDFW, as the primary operator of the program at the location, will serve as the logical contact for information regarding the status of the reintroduction program, and research findings that may be of assistance in recovery planning.

Long Live the Kings

Long Live the Kings (LLTK) has a hatchery facility on Lilliwaup Creek. That hatchery raises summer chum for release as broodstock for supplementation in the Lilliwaup watershed. HCCC will need data about that supplementation program, but we anticipate obtaining the information from WDFW and NOAA Fisheries as needed for summer chum recovery planning and monitoring. At a larger scale, LLTK is the third party facilitator and project manager for the Puget Sound and Coastal Hatchery Reform Project underway in partnership with the co-managers. That project involves changes to hatchery programs throughout western Washington. The Hatchery Scientific Review Group (coordinated by LLTK) has developed recommendations for hatcheries in Hood Canal and the eastern Strait of Juan de Fuca. The implementation of those recommendations is subject to review and approval by the co-managers and USFWS, who have management authority for hatchery programs in the region. The summer chum salmon supplementation and reintroduction approach, including attendant monitoring and evaluation actions, was endorsed through the review conducted by the hatchery reform group. HCCC will need information about this activity but we also anticipate this will largely be obtained from the co-managers. The HCCC has no current formal relationship with Long Live the Kings, however, this may change in the future if beneficial for overall hatchery reform in Hood Canal.

US Fish & Wildlife Service

The US Fish & Wildlife Service has a hatchery facility on the Big Quilcene River. The federal hatchery supplemented the native Quilcene summer chum salmon population through releases into the Big Quilcene River from 1992-2003. The program was terminated in brood year 2003 after twelve years of operation, consistent with criteria set forth in the SCSCI. The HCCC has no formal relationship with the US Fish & Wildlife Service and we do not see a need for a change in that situation. We will need data about supplementation. However, we can obtain supplementation data from WDFW and NMFS as needed for summer chum recovery planning and monitoring.

Regional Fisheries Enhancement Groups

There are two RFEGs operating in Hood Canal. One is the Hood Canal Salmon Enhancement Group (HCSEG), which operates from the Hood Canal Bridge southward. The other, North Olympic Salmon Coalition (NOSC), operates from the Hood Canal Bridge northward. The RFEGs have two roles in summer chum recovery. They are substantial participants in the HCCC's Lead Entity process

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and sponsor many habitat restoration projects in each SRFB funding cycle. They are also sponsors of summer chum supplementation projects. NOSC participates in supplementation in Jimmycomelately Creek. HCSEG participates in supplementation in the Union River, Lilliwaup Creek, Tahuya River and the Hama Hama River. The HCCC has a relationship with both RFEGs through our Lead Entity process. We do not have a relationship with them in their supplementation activities. We do not see a need for a change in our current relationship with the RFEGs (see Lead Entity section.) We will continue to interact with them in the Lead Entity process and encourage them to pursue summer chum projects and projects for the other listed species in Hood Canal. We will need data about supplementation, however, we can obtain that data from WDFW and NOAA Fisheries as needed for summer chum recovery planning and monitoring.

Wild Olympic Salmon

This group is a volunteer community environmental group that has been instrumental in salmon restoration and protection projects in the Salmon Creek Chimacum Creek watersheds. They have been partners in our Lead Entity process in the past. We anticipate that they will remain as a participant in that process in the future. We do not anticipate a change in that relationship.

Other Processes and Forums

There are other forums, groups, agencies and processes that either have jurisdiction over, or an impact on, Hood Canal summer chum salmon recovery. There are federal, bilateral and international management regimes and treaties that address these fish when they are in waters of the United States, Canadian waters and international waters. Thoroughly addressing those treaties and management regimes is beyond the scope of this SRP and would be redundant. Also, most of those processes are beyond the ability of any local implementing entity to participate in or to affect.

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15.3.2. Regional governance

In the 2005 State Legislative session, ESHB 2097, the Hood Canal Management bill was passed. That bill statutorily recognized the Hood Canal Coordinating Council as the local ‘management board’ for aquatic rehabilitation zone one (Hood Canal) to address the low dissolved oxygen problem. It also recognized the HCCC, in statute, as the Lead Entity and Regional Recovery Organization for salmon, in Hood Canal, as well as the Inter-WRIA Coordination entity in Hood Canal. Each of these new authorities conferred in statute affirms the Hood Canal Coordinating Council’s central place with regard to environmental issues in the Canal. The Lead Entity and Regional Recovery Organization language also cements the HCCC’s role in salmon recovery, in particular with regard to summer chum.

Additionally, ESHB 2097 required the HCCC to assess regional governance options by the end of 2007 to present to the HCCC Board of Directors for their decision making. The structure and functions of the HCCC could change, even drastically, in this governance assessment process. And, while the ultimate outcome of that process is unknown at this time, the possibility that this assessment process could address salmon recovery implementation more directly and formally is conceivable.

15.4. Funding summer chum recovery

15.4.1. Funding Needs

This SRP combines a variety of different types of actions into a coordinated program to protect and improve salmon stocks in the basin. Each type of action – habitat restoration, hatchery improvements, and many others – comes at a price. One of the most important aspects of the SRP is the financing strategy to ensure that funding is available where and when it is needed to support the recommendations in the SRP. This section describes a fundraising strategy to support the needs of the SRP.

The SRP is particularly strong on the identification of habitat restoration needs for summer chum salmon. A total of 107 projects have been proposed for implementation. Cost estimates were prepared for the majority of proposed projects⁶⁴, and the total estimated cost of the 78 habitat projects that estimates were prepared for is \$101 million⁶⁵. Several projects proposed in the SRP were not estimated due to their high individual cost and complexity. The costs of these projects could add 30% to 40% to this estimate.

⁶⁴ This work was done by Evergreen Funding Consultants in late 2004.

⁶⁵ See Appendix D for further information on costs.

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In addition, the cost of various non-capital needs has been estimated using a spreadsheet model. The model estimates costs associated with staffing that is directly associated with implementation of the SRP, including design, permitting, and management of capital projects, interagency coordination, and some monitoring activities. The total cost of these actions has been estimated at an average of \$314 thousand per year or \$3.1 million for an initial ten-year implementation period. Of this, the portion unmet by current funding sources is estimated at \$146 thousand per year or \$1.5 million total for an initial ten years of SRP implementation.

A third category of costs was not estimated. These are related to activities that support salmon recovery but are not exclusive elements to a recovery strategy. Examples include actions to prepare land use plans, enforce regulations, and address water quality and stormwater capital needs. While important to successful implementation of the SRP, these actions have much wider objectives and benefits than salmon recovery and it is impractical to estimate the costs attributable to the SRP at this time. As implementation of the SRP begins, the HCCC will be working with those local governments to assess their costs, more specifically, and attempt to help with those costs as is feasible under the constraints of the funding sources we are able to access.

Finally, there are several elements in addition to this SRP that are currently uncertain. Recovery actions for chinook and bull trout may fall to the HCCC. And costing for those actions has not been included in this SRP.

In summary, the costs of the initial ten-year implementation of the Hood Canal salmon recovery strategy are estimated as follows:

Summer chum habitat projects (estimated in detail)	= \$101 million
Other summer chum projects (rough estimate)	= \$ 30 million
Non-capital costs (estimated in detail)	= \$ 3.1 million
Continuing agency/organization costs (rough estimate)	= \$ 2 million
TOTAL APPROXIMATE COSTS	= \$136.1 million

15.4.2. Current Availability of Funding

Funding is currently provided to salmon recovery actions through a variety of federal, state, local, tribal, and private funding sources. The following information estimates annual spending in recent years by funding source.

Federal: The principal source of federal funding for salmon recovery in the Hood Canal basin in recent years has been the Salmon Recovery Funding Board grant program. This program, financed through annual appropriations to NOAA/NMFS, has provided an average of \$1.6 million per year for Hood Canal projects in the

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period 1999 to 2004. Other federal grant programs have provided some additional funding, but funding from these sources has been sporadic.

State: The SRFB funding cited previously includes a state share that averages approximately one-third of total SRFB awards. In addition, the state has funded several projects through the Washington Wildlife and Recreation and Department of Ecology grants programs. Annual funding from state grant sources is on the order of \$1.5 to 2 million.

Local: Local funding for salmon recovery is supplied by a variety of programs and resources, most notably Conservation Futures Taxes, surface and storm water utility assessments, Conservation District Assessments, and specified county funds. A total of approximately \$3 million per year is currently spent on salmon-related projects and activities in counties within the HCCC operating area. Some local funding sources are guaranteed for perpetuity with opportunities to change rates, while others are subject to local, state, and federal budgets and are not guaranteed long-term options.

Tribal: Spending by local tribes on salmon recovery is both variable and unquantified at this time. Activities range from assessments and riparian plantings to large-scale capital projects. While no capital costs have been identified, it appears that most recovery projects fall within a range of \$300,000 to \$1M, with several projects planned annually by local tribes. Total tribal spending is estimated at \$1.5 million per year.

Private: Spending by private entities, including homeowners, conservation organizations, other businesses, and private industry, has been grossly estimated at \$2.5 million annually. Actions that are supported privately include land protection, mitigation for private development actions, voluntary conservation actions, and compliance with regulatory requirements.

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Total Annual Spending: Total spending from these sources is estimated as shown in Figure 15.2 below.

Approximate Salmon Spending in the Hood Canal Basin (totals \$10.6 million/yr)

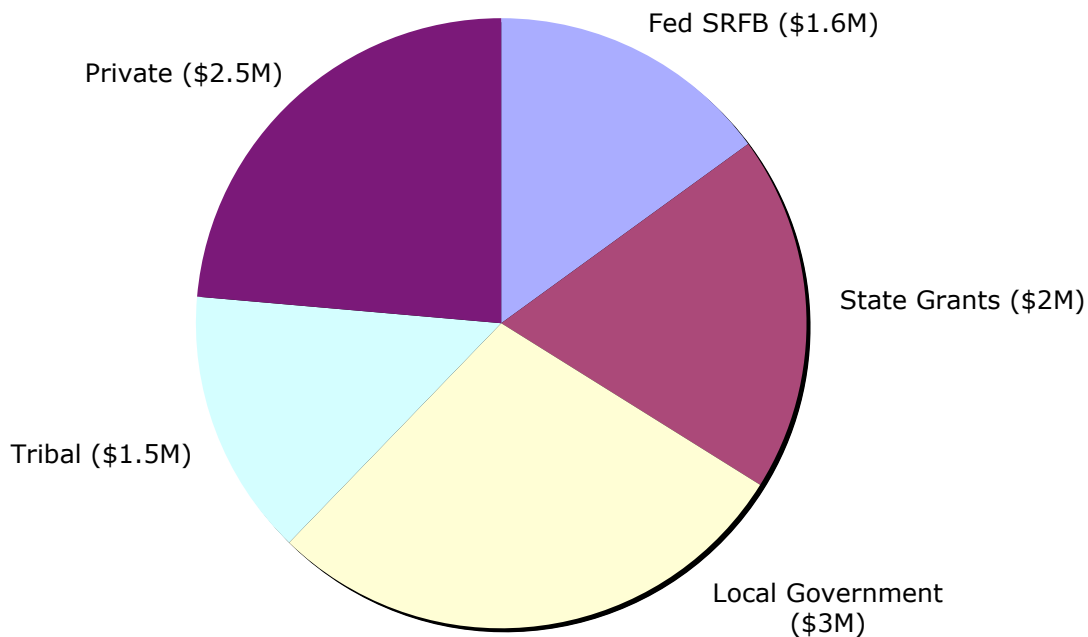


Figure 15.2. Spending on salmon in Hood Canal.

Sustainable Annual Spending: Recent spending patterns may not be sustainable over time. Since the ESA listings, spending has climbed to levels that are considerably higher than historic spending levels. The majority of this funding has been provided through annual budget appropriations by the federal, state, and local governments rather than dedicated funding sources. As a consequence, recent levels of funding may be difficult to sustain in coming years. While it is unlikely that all current sources would disappear in coming years, it is probably prudent to assume that the baseline funding level - the total sustainable funding level from the suite of sources that are currently used – is 60 to 75% of recent high levels, or \$6.4 to 8.0 million per year.

15.4.3. Fundraising Options and Proposed Strategy

As the forgoing discussion demonstrates, funding needs associated with full implementation of the SRP (at approximately \$161 million total or an average of \$16.1 million per year) exceed the expected availability of funding at the baseline funding level (at \$6.4 to 8.0 million per year).

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Solutions to this shortfall include raising additional funding, reducing the number of actions to be implemented, or a combination of the two. For the purposes of this chapter, it is assumed that the partners to the SRP would prefer to attempt to raise sufficient funding to fully implement the SRP, and this is the goal proposed for the fundraising strategy.

15.4.3.1. Context for the fundraising strategy

The Puget Sound Shared Strategy group, a coalition of agencies, organizations, tribes, and business interests that are developing a recovery plan for Puget Sound chinook salmon, has been developing a fundraising strategy for the Puget Sound chinook recovery plan that provides a useful context for the Hood Canal fundraising strategy. The Shared Strategy proposal assumes the following:

- a. That each watershed will use a combination of chinook regional, watershed, and local funding to address watershed needs and priorities.
- b. That chinook regional funding will be raised from state and federal grant sources – particularly SRFB funding – and distributed per PSTRT criteria.
- c. That watershed funding will be raised from redirection of mitigation and settlement sources and from basin-specific federal appropriations.
- d. That local funding will be raised from general funds, utility revenues, and special assessments from the local governments within each watershed.
- e. That the combination of chinook regional, summer chum regional, and watershed funding will fall short of full funding of this SRP.

Options for the fundraising strategy

Several options exist for how to raise additional funding for the implementation of the SRP. Those options are summarized below.

- a. Directed salmon appropriations from federal and state sources

Directed appropriations to the SRFB have been crucial to early habitat work in the Hood Canal watershed and throughout Washington State. Since 1999, the federal government has contributed more than \$140 million to salmon recovery projects in Washington and the state has provided \$71 in match. SRFB funding has been provided through the four- and now five-state Pacific Coastal Salmon Recovery Fund, an annually appropriated special fund in the NOAA Fisheries budget. It has been available largely due to the political clout of the Alaska and Washington Congressional delegations.

The Pacific Salmon program has not been without controversy in Congress. It is the largest program of its kind in the NOAA budget and members of Congress from other states have become increasingly concerned about continuing a

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program of that size. Key members of the Washington delegation suggest that maintaining the fund will be much harder in future sessions and further growth in funding levels should not be expected.

There are other sources of federal appropriations that may be brought to bear for this SRP. Recent interest in low dissolved oxygen issues in the Hood Canal watershed could present an opportunity for new water quality sources through the EPA and other federal agencies. It remains to be seen whether there is sufficient linkage between the SRP and the solution to the hypoxia problem to allow implementation of SRP actions with this funding. The Shared Strategy is investigating federal appropriations for on-farm conservation actions, which might be a promising source for the small number of farms within the Hood Canal watershed.

Directed state appropriations have been a smaller contributor to salmon recovery funding in recent years, averaging \$6 to \$10 million annually in funding to the SRFB. In addition, the state has provided funding for the lead entity functions, for the regional fisheries enhancement groups, and for state staff support with various aspects of recovery planning, particularly the development of hatchery and harvest elements.

As the state economy shows signs of improving and the 2005 legislative session ends on a promising note for salmon programs, it seems reasonable to consider additional state appropriations in a more favorable light than in recent years. These appropriations would likely come through the SRFB budget, although there also seems to be a growing interest in new Puget Sound initiatives in the Governor's office and this may open new conduits for state funding of salmon recovery efforts.

In all likelihood, state funding would be made available at a statewide or regional basis and participants in the Hood Canal, as now recognized as a regional recovery organization in ESHB 2097, would need to compete for a share of that money. Additionally, given that Hood Canal and the Strait of Juan de Fuca are considered two of the five important subregions for chinook recovery in Puget Sound, and that the subregions together comprise the complete ESU for federally listed summer chum, jurisdictions in the SRP region should be in a good position to compete successfully for funding.

Highway 101 culvert replacement projects look feasible for funding from the USFWS Fish Passage grant program. Causeway removal, bridge span extensions, road elevation, fill removal, and road relocation projects may be best funded through appropriations, given the large price tag and limited transportation funding options. Transportation enhancement (TE) money can be used to fund projects falling into targeted categories, one of which includes environmental mitigation of runoff pollution and provision of wildlife connectivity.

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The WA state TE program requires a 13.5% match for projects that strengthen the cultural, aesthetic, and environmental aspects of the transportation system. Approximately \$42M has been available for all of Washington from 2004-2006. In summary, prospects for continuation of federal SRFB appropriations are fair to good, for directed water quality appropriations to Hood Canal. Prospects for increased state funding of the SRFB are very good to excellent. The Hood Canal region has very good prospects for competing successfully for SRFB funding. Prospects for directed transportation dollars are fair to good.

a. Other federal and state grants

A variety of other federal and state grant programs have some promise for use in implementing this SRP. On the federal side, the US Fish and Wildlife Service offers a number of well-funded programs aimed at restoration of fish and wildlife species other than salmonids. Most notably of those is the Cooperative Endangered Species Account grant program. Some SRP projects could be eligible if reframed. The Corps of Engineers also offers a number of restoration programs on a cost-shared basis. While not grant programs in the strictest sense, the Ecosystem Restoration Continuing Authority Programs (better known as the 1135 and 206 programs) and the Puget Sound and Adjacent Waters restoration program have potential, particularly for the larger and more complex projects in the SRP. Finally, a variety of EPA grant programs may be appropriate for water quality issues in the region and there may be opportunities for combined water quality and habitat projects.

With regard to state grant programs, there are several good options. For habitat restoration, the Washington Wildlife and Recreation Program is one of the best funded grant programs in the state. The Aquatic Lands Enhancement Program and Family Forest Fish Passage programs may also be promising, although their smaller size will increase competition and decrease awards. On the water quality side, the section 319 and State Revolving Fund programs are also possibilities.

In summary, prospects for federal and state grants from the USFWS and WWRP programs are very good to excellent. Prospects for other grant sources are fair to good.

b. Mitigation

One promising but largely untapped source is mitigation funding. Public and private development projects that result in impacts to wetlands, streams, and other environmental features are routinely required by regulators to replace or restore similar features on the project site or nearby, and this practice is known as mitigation. Since federal guidelines were released in 1990, the most common practice has been to mitigate impacts through on-site actions, but a growing body of evidence suggests that pooling mitigation funds and applying them to larger,

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more promising locations is likely to result in improved environmental performance at a reduced cost.

This approach has some promise in the Hood Canal watershed. A variety of public agencies plan capital improvements in the watershed that are likely to trigger mitigation requirements. State and federal agencies have a number of highway projects proposed within the watershed, including significant repaving and reconstruction work on US 101, SR 104, SR 3, and numerous other roads (for further information on upcoming projects in the Hood Canal basin, see the WSDOT website at <http://www.wsdot.wa.gov/projects/cipp/>). In addition, local governments within the basin intend to construct or upgrade a variety of capital facilities in Hood Canal in coming years.

The redirection of mitigation funding from local capital improvement projects is assumed to be the responsibility of local governments, while mitigation funds from state and federal sources will be pursued by at a regional level in partnership with local jurisdictions. A rule of thumb in common use is that mitigation funding averages ten percent of the overall cost of capital projects that have on-the-ground impacts⁶⁶. It is reasonable to estimate that between five and ten percent of mitigation funding, or one-half to one percent of total capital costs, could be reallocated to actions recommended in the Hood Canal salmon SRP.

In summary of prospects for redirection of mitigation funding from local, state and federal sources are fair to good.

c. Local appropriations

There are nine local general-purpose governments in the Hood Canal basin, including Jefferson, Kitsap, and Mason Counties, as well as many special-purpose districts developed for fire protection, drainage system development and maintenance, and many other purposes. Many local agencies have provided some funding to salmon recovery actions in recent years, with Kitsap and Jefferson Counties being especially active in cosponsoring projects through the SRFB and other grant sources.

The most commonly used funding sources employed by Hood Canal local governments are Conservation Futures Taxes and surface/storm water utility assessments. Other sources that have been used less routinely are conservation district assessments, general fund revenues, Title III money, and other utility fees.

⁶⁶ Capital programs may include items such as transit vehicles that have no on-the-ground impacts and should be excluded from consideration.

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It is likely that additional funding will need to be raised to achieve full implementation of the SRP. Additional federal and state project funding will typically require local match of between 15 and 35% of total project costs and it is likely that state and federal fundraising will fall short of targets given the constraints already discussed.

If necessary, local governments could raise additional funds through a variety of sources. Most common are the conservation district assessments, real estate excise taxes, and conservation futures taxes. The final local source that is widely used for salmon recovery is utility fees, with stormwater utilities frequently used as a local funding source for salmon projects. A table describing sources in common use by Hood Canal governments follows.

Table 15.1. Currently used local funding sources for salmon activities.

Local Entity	Current Funding Sources
Jefferson County	Conservation Futures Program; Natural Resources Fund; Secure Rural Schools & Community Self Determination Act of 2000
Kitsap County	Conservation Futures Fund; Surface/Storm Water Management Fund; Kitsap Public Utilities District Assessment
Mason County	Conservation District Assessment

In summary, prospects for continued use of existing local government funding sources are good to very good. Prospects for increased funding from existing sources and use of untapped local authorities are fair.

d. New multi-jurisdictional sources

One of the constraining factors in the use of local funding to support some of the costs of salmon recovery actions is that local sources are rarely transferable across jurisdictional boundaries. Local governments that have many proposed projects may not have the local tax base to support them, and others may have more funding available than is needed to support projects within their jurisdictions.

It seems likely that there will be mismatch between project location and funding availability in the Hood Canal watershed. The majority of local funding is raised and spent in Kitsap County while the recommended projects appear to be concentrated on the west side of the Canal.

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If needed to increase the “portability” of funding or to raise additional funds⁶⁷, the Hood Canal partners may need to investigate options for collecting funding across their jurisdictions. Among options that are actively being discussed elsewhere in the Puget Sound region are interlocal agreements and special watershed districts to collect and distribute funding among local jurisdictions. Current prospects for public enactment of new local tax-based sources are considered poor to fair.

15.4.3.2. Proposed fundraising strategy

Fundraising is an inexact science. Funding sources come and go, allocation criteria change, and funding levels rise and fall. The fundraising strategy must be flexible and adaptable, and revised as needed to address the inevitable changes in funding sources. The following strategy is intended as an initial proposal based on funding circumstances as they exist at this time. Recommendations on its evolution are also described.

The following table 15.2 identifies annual funding goals by source for the eight sources incorporated into this funding strategy.

Table 15.2. Summary of annual funding goals.

Source	Current	Goal	Activity Supported
Salmon Recovery Funding Board	\$1.6	\$4.1	Habitat projects
Fed and State Appropriations	\$0.0	\$1.5	Hwy 101 retrofits, habitat projects
Other State and Fed Grants	\$2.0	\$2.0	Habitat projects
Mitigation	\$0.0	\$1.0	Habitat projects
Local Appropriations	\$3.0	\$3.0	Non-capital responsibilities, habitat project match
New Multi-Jurisdictional Sources	\$0.0	\$0.0	N/A
Tribal	\$1.5	\$2.0	Hatchery capital and operating, fisheries regulation
Private	\$2.5	\$2.5	Land acquisition, habitat project match
TOTAL	\$10.6	\$16.1	

⁶⁷ In some circumstances, a unified campaign for a new multi-jurisdictional source may be more politically palatable and fruitful than having each local government pursue additional funding independently.

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15.4.4. Roles and responsibilities in Executing the Fundraising Strategy

The execution of the fundraising strategy for the Hood Canal SRP will require actions at the regional level, the watershed level, and within each participating jurisdiction and organization. The following discussion identifies the principal responsibilities at each level as well as the coordination among them to execute the fundraising strategy.

15.4.4.1. Actions at the Puget Sound chinook ESU level

The Hood Canal watershed is one of fourteen that comprise the Puget Sound chinook ESU. Action at this level will be needed for chinook that will help Hood Canal chinook, as well as summer chum.

The principal regional roles for both Hood Canal chinook and summer chum in fundraising are:

- a. To coordinate support for state and federal funding;
- b. To help access mitigation funding from state and federal projects; and
- c. To undertake some grant writing responsibilities.

The strategy for state and federal funding relies in large part on annual appropriations in the state legislature and Congress. The three essential characteristics that are needed to make these efforts a success are (a) services to provide information to lawmakers in Olympia and Washington DC, (b) a strong coordination effort within the region to keep partners on a common track and message, and (c) a communications program to broaden public and political constituencies. Some of this effort will take place for chinook, and the Hood Canal region will benefit from that effort. Some of that effort may need to be undertaken by the HCCC and its member governments directly.

Just as it is likely to be more efficient to provide lobbying efforts at a regional scale, the major policy and political work needed to open mitigation funding for use in salmon recovery will require a regional campaign. The principal challenges to be addressed are the hesitancy of regulatory agencies, the complexities of identifying priority areas for transferred mitigation actions, and the need for broker/banker functions to put “sellers” and “buyers” of mitigation actions together. Again, some of this effort will take place for chinook, and some for summer chum. The Hood Canal region will benefit from both efforts.

The final regional function of crucial importance to the Hood Canal SRP is grant-writing. There are several circumstances in which grant-writing for chinook recovery could be helpful to the Hood Canal. These circumstances include where the grant proceeds are to be distributed across the chinook region, where

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grant procedures are unusually complex, and where there is less capacity at more local levels.

The functions of importance in the regional role are strong research capabilities, familiarity with a variety of public and private grant sources, and excellent grant-writing skills. It would be desirable if these functions were available to recovery agencies in the Hood Canal watershed on an “on-call” basis.

15.4.4.2. Actions at the Hood Canal summer chum ESU level

There are several elements of the fundraising strategy that would benefit from continuing coordination among agencies, tribes, and organizations at the Hood Canal scale:

- a. Seeking Hood Canal-specific appropriations;
- b. Developing proposals for Hood Canal-specific grants;
- c. Assistance with chinook ESU scale lobbying strategies; and
- d. Coordination of local government fundraising efforts to sustain watershed capacity.

There will be a need to seek state and federal appropriations and grants specifically for the implementation of this SRP. That will entail briefings with delegation members and staff, development of information materials on Hood Canal needs, and contact with delegation members during budget processes. While this function could be fulfilled by individual jurisdictions, it would be useful and efficient to staff this effort at the Hood Canal regional level. Staffing for these needs could be provided through the Hood Canal Coordinating Council or by an individual agency or organization acting on behalf of the basin as a whole.

There may be actions that the Hood Canal SRP partners wish to sustain at the joint expense of participating agencies, tribes, and organizations. For instance, continued studies, planning, and/or monitoring may require capacity at the Hood Canal regional scale. While the Hood Canal partners have been successful at securing state and federal funding for these activities in the past, it may be necessary to consider interlocal agreements or other joint fundraising vehicles to sustain these functions into the future.

Actions at the individual agency, tribe, or organization level

While fundraising strategies at the chinook and summer chum ESU scales are expected to raise a major portion of total funding needs to implement the SRP, some responsibilities will fall to individual agencies, tribes, and organizations, including:

- a. Providing matching funds for habitat projects;
- b. Supporting growth management, enforcement of local regulations, and some monitoring functions;

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- c. Participating in local, and summer chum and chinook regional-scale recovery efforts; and
- d. Tracking and reporting on progress to funders.

Most state and federal funding sources will require a match of 15% to 50% percent of total costs and these matching funds have typically been the responsibility of the local jurisdiction in which the project is located. As previously noted, it is possible that there may not be sufficient funding to support all projects within a jurisdiction and some cost-sharing strategy among local jurisdictions would be required.

Several activities of local governments, tribes, and organizations are assumed in this SRP to continue into the future, including land use and growth management planning, enforcement of local regulations, and development-related stream monitoring. There is a limited amount of funding for non-capital costs of activities such as this in the tally of watershed costs, but not enough to support them fully. As the Hood Canal partners shift from planning to the implementation of the SRP, it will be important to determine which activities are supported as common expenses and which are assumed to be the responsibility of the individual participants.

The costs of participating in regional recovery activities, like the development of the SRP, are likely to diminish but not disappear as implementation begins. Several actions in the SRP, particularly large-scale projects such as the retrofitting of Highway 101 stream crossings, are in the conceptual stages and will require further development and consultation among partners in the SRP. In addition, the effectiveness of implemented actions will need to be evaluated and some projects and programs may need to be revised. It seems likely that ongoing coordination on SRP implementation will be through the existing Hood Canal Coordinating Council.

The final significant local responsibility is tracking and reporting on progress on SRP implementation. It is vital that state and federal funders receive timely information on successes in order to maintain political interest in the recovery effort. The HCCC, local governments and other sponsors bear the responsibility to report on the on-the-ground results of funded projects.

15.4.5. Fundraising strategy evolution

The success of this fundraising strategy is contingent on annual successes in federal, state, and local budget processes, in annual grant rounds, and in securing mitigation dollars. It is unlikely that this strategy will unfold exactly as described here. Ideally, better-than-expected results with some funding sources will compensate for the inevitable shortfalls in others. However, it is possible that

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many sources will under- or even over-perform and more substantial changes to the fundraising strategy will be needed.

It is recommended that the proposed fundraising strategy be revisited annually for the first three years, and then every two years thereafter. The reviews should probably occur in the late spring following the conclusion of local and state budget processes, although this will be slightly out of sync with the federal budget schedule. Milestones for these reviews are suggested below.

- Following year one, agreement among regional, watershed, and local entities on responsibilities, initial grant-writing priorities and prospects identified, communications strategy developed and begun, local funding budgeted
- Following year two, coordinated state and federal lobbying strategy established, initial grants written, initial mitigation transfers occur, local funding budgeted
- Following year three, all federal, state, and local sources budgeted, fully functioning grant-writing program, full functioning reporting/communications strategy, first formal review of approach and results and revisions if needed
- Following years five, seven, and nine, all sources maintained, reporting/communications strategy continues, biannual formal review of approach, results, and revisions

It is recommended that the Hood Canal Coordinating Council oversee these reviews.

15.4.6. Tasks for Redirecting Mitigation Funding

Unlike other areas of the United States, notably California and southeastern states, the Pacific Northwest has been slow to embrace alternative mitigation strategies such as mitigation and conservation banking. One often cited reason is unfamiliarity and hesitancy among regulatory agencies, with NMFS perhaps most hesitant of all. As a result, none of the 19 mitigation banks currently in operation in Washington State address compensation for impacts to salmon or other NMFS-administered endangered species⁶⁸. It is hoped that improvements to their receptivity to mitigation and conservation banking can be made through discussions at the chinook and summer chum regional levels.

⁶⁸ Assessment by Gail Terzi, Seattle District, Corps of Engineers.

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It will also be a challenge to identify sites for transferred mitigation actions. While the Hood Canal SRP and other plans will be helpful, an additional level of detail may be needed to prioritize sites for mitigation-funded restoration work. A major part of this work will be to categorize sites according to their principal “products”, such as riparian wetlands, salmon spawning habitat, or cedar forests, in accordance with the description of features disturbed on development sites. While much of this work will need to be done at the local level, it is important that it be consistent across watersheds and undertaken with a regional model.

A final challenge to more widespread use of mitigation as a salmon recovery funding source is the difficulty of matching “buyers”, entities who are developing property and require off-site mitigation actions to compensate for on-site impacts, and “sellers”, who take on the task of constructing and maintaining the off-site mitigation actions. Buyer and seller are the same entity in the simplest mitigation strategies, in which an agency undertakes off-site mitigation actions to compensate for anticipated impacts of their own development actions. Not every public or private developer will want to become their own mitigation banker, however, and limiting alternative mitigation strategies to single-party transactions will unduly limit use of these strategies. In order to realize the full potential of mitigation as a salmon recovery funding source, it will be necessary to establish bankers or brokers as intermediaries between buyers and sellers, contracting the development of mitigation “credits”, holding credits if needed to address time lags, and marketing credits to buyers. This banking or brokering function may be fulfilled at the chinook or summer chum ESU level.